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ABSTRACT

This report summarizes the proceedings, conclusions, and recommendations of the New York Vocational Advisory Council for the 1972 fiscal year. Concerned with the role and function of guidance, counseling, placement, and followup programs within the State, the Council authorized three studies: (1) The Arthur D. Little Study of six localities, (2) articulation and placement/followup studies, and (3) colloquium on guidance and counseling. Conclusive findings of the investigations revealed inadequacies of the programs. Highlights as well as the recommendations and results of a colloquium on occupational guidance and counseling are included in this document. (SN)

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THIRD ANNUAL REPORT
fiscal YEAR 1972

NEW YORK STATE
ADVISORY COUNCIL
ON VOCATIONAL
EDUCATION

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THIRD ANNUAL REPORT

FISCAL YEAR 1972

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New York State Advisory Council
on Vocational Education
State Education Department
1624 Twin Towers Building
99 Washington Avenue
Albany, New York 12210

1972

"Where no Counsel is, the people fall: but in the multitude of counselors there is safety."

Proverbs, Chapter 11
Verse 14

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November 30, 1972

The Honorable Ewald B. Nyquist
Commissioner of Education
State Education Department
The University of The State of New York
Albany, New York 12224

Dear Commissioner Nyquist:

The New York State Advisory Council on Vocational Education submits its Third Annual Report for Fiscal Year 1972 for your further transmittal to the Board of Regents. Federal Statute P.L. 90-576, The Vocational Education Amendments of 1968, requires the report be further transmitted from the Board of Regents, with their comments, to the U. S. Commissioner of Education and the President's National Advisory Council on Vocational Education.

Members of the Advisory Council are privileged to be delegated the responsibility for making recommendations that, hopefully, would encourage greater service and opportunity for all citizens of New York State who are in need of and desirous for occupational education. It is with this responsibility in mind that I have the honor to submit this report.

Sincerely yours,

Bertram J. Black

Bertram J. Black
Chairman

BJB:c1
Enclosure

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PREFACE

State Advisory Councils on Vocational Education were created by the Congress of the United States with the passage of the Vocational Education Act of 1963. The New York State Council is comprised of 30 persons, appointed by the Regents, who represent the categories specified in the Federal Statute.

The Advisory Council is charged by law to advise and make recommendations concerning the State's vocational education programs, and to make annual reports to the Board of Regents, the National Advisory Council on Vocational Education, and the United States Commissioner of Education.

INTRODUCTION

The New York State Advisory Council on Vocational Education has been active this past year with many projects. These projects included (1) the initial phase of an evaluation of the programs for the handicapped; (2) initiation of studies on articulation and placement/follow-up counselors; (3) 'rap session' with youth from the Vocational Industrial Clubs of America (VICA); (4) task force inputs on visual presentations, school/union relations, employer needs, and job placement; (5) the guidance/counseling situation. The major emphasis, however, was placed on the guidance and counseling phase of the total occupational program.

The Advisory Council is favorably impressed with the efforts being made by the State Education Department to develop a comprehensive system of occupational education, capable of serving all persons in need of occupational preparation. We are pleased to see in the State Plan that the Office of Occupational Education is placing an increased emphasis on the urban areas. We are impressed with the commitment of the Office of Occupational Education to improve the quality of its occupational programs in spite of severe budget limitations. We are pleased with the decision to shift emphasis, during this year of budget restraint, from construction to program improvement. In short, the Advisory Council approves of the priorities set by the Office of Occupational Education. Its goals are suitable and reasonable.

But the Advisory Council is concerned, not only with what is being done, but also with what should be done. While the Office of Occupational Education is obviously moving toward the goal of providing every person with the opportunity to participate in an occupational program, the Council is concerned that one very important part of a comprehensive system of occupational education is not receiving the attention it merits. We speak of the guidance and counseling systems which serve to connect the individual student with the school program and the world of work. The Council believes that an effective program of guidance and counseling is an essential component of any educational program, and this is especially true when we speak of a comprehensive system of occupational education.

It is widely felt that guidance and counseling services, particularly as they relate to occupational education, are, at best, inadequate. Results of an evaluation study commissioned by the Council attest to this fact. Ewald Nyquist, Commissioner of Education for New York State, in a speech before the annual meeting of the Capital District Personnel and Guidance Association, said, in effect, that many counselors were working on the perimeter of their professional core objectives -- too often doing what feels good instead of making an intervention that would make a real difference in a child's life; "...and too frequently unwilling or unable to face the need for reform and action in crisis situations."

The Advisory Council feels that the situation which presently exists in occupational counseling and guidance is tantamount to a crisis situation. Time and again, we have heard that guidance and counseling is too academically biased, that most counselors know precious little about the world of work outside of the education establishment, that adult and community counseling agencies are practically non-existent, that minority group students and parents are rejecting vocational counseling as just another typical move to put them into the second-rate schools, and that the average amount of time a student gets with his school counselor is one hour per year, because counselors are overloaded with clerical and teaching responsibilities, and because counselors with caseloads of 600 or more are still attempting to use one-to-one counseling techniques.

It is time for reform in guidance and counseling. It is time for a change in attitude toward vocational education on the part of all those involved in education. If we accept the forecast of the Labor Department that by the end of the decade less than 20% of the jobs that exist will require a college degree, then we should see the need for rearranging our educational priorities and ending the college degree fixation so many educators share. If we are going to provide youth with a basis for making sound decisions with reference to occupational choice, then we must provide our counselors with the information they need to competently advise students of the options that exist, possibly through creative programs which will establish direct contacts with business, industry and labor, employing people with experience in these fields. If we make occupational counseling a top priority, then we must remember that counseling is much more than equipping a student for a job; counseling should help him to lay foundation for a career.

The Advisory Council recognizes that the ultimate responsibility for improving the quality of public school guidance programs probably rests with the Bureau of Guidance. In addition, it is recognized that the Office of Occupational Education, in developing its State Plan, provided over a period of several years Federal vocational funds for the purpose of demonstration guidance models, as well as support for guidance personnel in area centers and cities. It is the belief of the Council that additional funds are needed to accomplish the recommendations made in this report, but hesitate to recommend large expenditures of vocational funds specifically for guidance services because of the many priorities for occupational education which must be implemented and the very limited State allocation. The Council believes that other sources of funds (both Federal and State) should be directed at implementing the recommendations contained in this report.

The Advisory Council further calls upon all schools and colleges in New York State to strengthen their occupational career guidance and counseling services, and urges colleges and universities to expand and improve their programs for training guidance counselors. Competent persons are needed who can counsel youth and adults on career preparation required in today's complex society.

RECOMMENDATIONS

The New York State Advisory Council on Vocational Education examined occupational guidance and counseling for this past year. In reference to the studies and colloquium completed, the Council makes the following recommendations:

1. We recommend that the New York State Board of Regents develop a position paper on Guidance and Counseling in New York State which takes into consideration:

   a) Recommendations of the Colloquium on Guidance and Counseling (Appendix)

   b) Recommendations of the National Advisory Council on Vocational Education in its Sixth Report on Counseling and Guidance

   c) Recommendations of the Commissioner of Education for New York State in his speeches before the Capital District and State Personnel and Guidance Associations in 1972.

   d) The State Education Department's Position Paper #11, Occupational Education, and further, that action be taken to implement the concepts developed in this position paper.

2. We recommend that the New York State Board of Regents support revised counselor certification requirements which would emphasize:

   a) A period of work experience outside of education.

   b) Course work in group counseling techniques and occupational information sources and resources.

   c) Competency-based evaluation criteria.

3. We recommend that the State Education Department support inservice programs designed to increase occupational knowledge of presently employed counselors.

4. We recommend that the New York State Board of Regents support a revised system of guidance and counseling which would include:

   a) The use of paraprofessionals, local advisory councils, and community resources (persons from business and industry/labor).

   b) The utilization of classroom teachers who have expertise and direct contacts with specific occupational areas.

   c) Incorporate a work experience component for any student who desired it.

   d) The use of job placement and follow-up activities as a definite part of counseling services.

   e) Service to school dropouts, veterans, former inmates of mental and penal institutions, and other adults between jobs.

COMMENDATIONS

The Advisory Council takes pleasure in recognizing and commending the positive and progressive efforts being made in occupational education by the State Education Department. The Council is pleased with the leadership demonstrated by Robert Seckendorf, Assistant Commissioner for Occupational Education, and his staff. In particular, the Advisory Council commends the Office of Occupational Education for the following:

1. Development of a responsive State Plan.
2. Commitment to program improvement in a year of budget restraint.
3. Increased attention to the urban areas.
4. Creation of the staff position for Industry-Education Coordination.
5. Progress in Career Education models in New York City.
6. Production of a Directory of Occupational Education Programs in New York State and a Handbook for Members of Advisory Councils for Occupational Education.

SUMMARY REPORT OF STUDIES

The New York State Advisory Council on Vocational Education commissioned three studies during the 1971-72 fiscal year. The Council also organized, conducted and reported on a Colloquium on Guidance and Counseling. The summaries provided are attempts to emphasize the findings, conclusions and recommendations of the Arthur D. Little Study; to note progress and direction of the studies on Articulation and Placement/Follow-Up Positions; and to report on the Colloquium.

Arthur D. Little Study

In March 1971, the Advisory Council contracted with Arthur D. Little, Inc. of Cambridge, Massachusetts, to conduct a study of Occupational Education in New York State which, in part, would examine guidance, counseling and job placement in six locales: four rural county BOCES and two large cities. Arthur D. Little reported that the findings of the study team were remarkably consistent within the BOCES districts, and again, consistent within the two cities. The Advisory Council interprets the findings as generally representative of the state of guidance, counseling and placement services for the types of locales studied; that is, rural county BOCES and large upstate cities.

The Arthur D. Little team found that in the rural counties, in general, there is a problem on the part of the feeder high schools in identifying and counseling potential Board of Cooperative Education Services (BOCES) students. Where counseling does exist, the nature of counseling services for entering BOCES students consists primarily of "job information" and "course requirements." Once a student is enrolled in a program, counseling generally ends until he approaches graduation. This practice is explained as the best allocation of limited personnel, who must divide their time among counseling and other tasks.

Job placement activities commence as the student approaches graduation and generally, in the rural BOCES, are performed more effectively by the classroom teachers than by the one staff member usually appointed for that purpose. The reasons given for this are that the job placement personnel usually are overloaded with other administrative or teaching duties and do not have the necessary clerical staff to perform job placement duties. On the other hand, the teachers generally have an understanding of the students' abilities and have connections with their occupational fields in terms of job openings and changing job requirements.

The Arthur D. Little team found that the BOCES guidance counselors spend a major portion of their time in "circuit riding" to the feeder high schools and junior high schools in the county to inform the guidance counselors and principals of the programs available at the BOCES. In general, they found, not enough time is available for cooperative planning and guidance and counseling activities for present and potential BOCES students. Furthermore, the Arthur D. Little team found that besides the inadequate counseling afforded those fortunate enough to be in a BOCES program, an even more serious lack of guidance services exists for adults, out-of-school youth, potential dropouts and students in grades 7-10.

The Arthur D. Little team found that guidance and counseling and job placement programs in the major cities had some of their own peculiar kinds of problems, some based simply on the magnitude of the population. Other problems were similar to those encountered in the rural areas.

Articulation of information between the feeder junior high schools and the vocational high schools in the cities is reported as inadequate. Principals of the feeder schools did not appear to be informed about or sympathetic to the role and mission of the vocational schools. Too often, according to personnel at the vocational schools, feeder schools send students who are inadequately counseled on occupational offerings or whose reading and computational skills are far below minimum requirements for the vocational school. This condition is further aggravated by the minimal amount of time allocated by the vocational schools for feeder school personnel to visit with their counterparts. The Arthur D. Little team reported that the only contacts between a feeder school and the vocational school are sporadic visits by the "circuit riding" vocational school guidance counselor. The team was unable to find any evidence of sustained, cooperative effort at the principal or faculty level.

A problem directly related to the inadequate counseling reported above is the excessively high student/counselor caseload. The Arthur D. Little team reports commonly finding student/counselor ratios of 600:1, and in many instances, 700:1. Clearly, effective counseling on an individual basis cannot take place under these circumstances. Counseling, in most cases, has degenerated to merely "crisis counseling." The Little team recommends a caseload of not more than 250-300:1 for effective counseling, and even then, counseling should be done more on a group basis in order to make maximum use of limited time. In spite of staggering caseloads, much counseling is still attempted on a one-to-one basis.

Another factor contributing to inadequate counseling of occupational education students, and perhaps the whole problem of academic bias in counseling in general, is the attitude the team found prevalent among counselors, that the guidance and counseling of occupational education students is more difficult than the counseling of academic

students. The counseling of the occupational education student is less formalized in terms of course requirements, program content, programs available, school selection, testing and job opportunities than it is for the academic student.

In regard to job placement, the survey team found that classroom teachers were most frequently the ones who performed the placement function, if it was performed at all. The team did not report on the extent of job placement activities, except to say that the vocational school teachers who did perform a placement function tended to place only the best students, feeling that the reputation of their schools depends on the quality of the students who were recommended for placement. The New York State Employment Service activities relative to the interviewed schools indicated a need for a much closer working relationship with the counselors and teachers in order that students would be placed in jobs for which they were receiving training.

Follow-up activities, like placement activities, appear to be practically nonexistent in the big cities. Reasons cited are the high cost and lack of personnel for such activities, the difficulty of tracking graduates, and the idea that follow-up activities serve no real purpose since the results would not influence decisions as to whether to alter or discontinue existing programs. Availability of funding and the recommendations of advisory committees form the basis of such decisions.

Perhaps most indicative of the state of guidance and counseling and placement/follow-up activities in the major cities are findings by the Arthur D. Little team on the subject of articulation. With few exceptions, they found entrance into a vocational school is a one-way street for the student. Theoretically, the student may transfer easily from one vocational school to another, or even back to the "home" school. In practice, few people interviewed (including students) believed the transfer system worked properly. The reasons cited were the lack of counseling available to the student to assist him in the "where-to-now" choice, and the lack of readily available information about other programs in other schools. Most significant is the fact that none of the persons interviewed actually knew what happened to the majority of students who transferred out of vocational school. Most persons agreed that they probably dropped out.

In summary, the Arthur D. Little survey team concluded that occupational preparation must include an effective guidance and counseling and placement/follow-up aspect for the total educational system. To move toward this goal, for the cities, the job placement and follow-up function should be carried out by full-time personnel with advice and cooperation of the faculty, as well as supporting clerical staff and an appraisal of the counseling/guidance caseload in order that group counseling and up-to-date information on careers, schools offering programs and articulation matters be available to every student. In the BOCES, the need was evident for staff to perform the job placement/follow-up function, as well as the coordination with feeder schools of course offerings so that all students desiring occupational education could be scheduled.

Articulation and Placement/Follow-Up Studies

The New York State Advisory Council contracted with the Occupational Education Research Center of the City University of New York to conduct two studies pertaining to occupational education. One study examines the effectiveness of certain Placement Coordinators as called for in the 1972 State Plan for Occupational Education. The Advisory Council thought Placement Coordinators have the potential of playing a very important role in occupational education, particularly in light of recent findings on guidance and counseling. The Council is interested in determining the effectiveness of those placement coordinators already funded before recommending funding on a statewide basis.

The other study being conducted by the City University Occupational Education Research Center is an overview of selected occupational programs aimed at articulation between secondary schools, BOCES and two-year colleges. This study describes progress made in certain programs aimed at articulation and presents an overall sense of attitudes and practices from a secondary point of view. The Advisory Council has not as yet had an opportunity to review and act on these studies.

Colloquium on Guidance and Counseling

As a response to concerns registered by the New York State Advisory Council on Vocational Education in its First Annual Report, a colloquium on the subject of occupational guidance was held in January 1972 at the State University of New York at Albany. Sponsored by the Two-Year College Student Development Center, under the direction of William A. Robbins, the colloquium panel consisted of men and women from elementary and secondary schools, Boards of Cooperative Educational Services, New York State Two-Year Colleges, New York State Education Department, University Counselor-Educator Programs, New York State and National Advisory Councils on Vocational Education, and other specialists knowledgeable with the field. The participants included the Executive Secretary of the Advisory Council and one member of the Advisory Council.

The need for the colloquium arose from the many occupational education changes now occurring, and the importance of strengthening the role of guidance and counseling in Career Education. More particularly, the registering of "Concerns" by the State Advisory Council indicated a mandate for response.

The first three of these "Concerns" represent continuing problems. Concern I pointed to a lack of adequate information on the part of many persons of the value of vocational education, and urged "that educators at all levels throughout the state initiate and sustain dialogue." It further called upon state secondary schools and colleges to join in a coordinated campaign to inform the public of opportunities in occupational education which are open to students at all levels. Concern II criticized school programs which identify occupational education programs only for "non-academic" students and called for fresh approaches involving close teacher-counselor cooperation. Concern III criticized guidance programs geared mainly toward college-bound students and recommended changes in the programs of guidance and counseling for all students to better help them meet their occupational needs.

The issues, problems and changing needs of occupational guidance provided the focus for the colloquium; the task of the participants was to isolate those problems of special importance and to recommend to the New York State Advisory Council on Vocational Education steps which might be taken in response to those problems. The new and somewhat revolutionary concept of education as put forward by the U.S. Office of Education under the name of Career Education, and the New York State Education Department's concept of Occupational Education as set forth in the Regents Position Paper Number 11, provided the framework within which occupational guidance was discussed.

Career education as presented by the U.S. Office of Education and New York State's Position Paper on Occupational Education both refer to an expanded role for guidance and counseling. According to the two programs, guidance and counseling activities should reach down to the

elementary level where efforts will be made to develop, in all students, a career awareness and positive attitudes toward work. Counseling should also reach up and out beyond the secondary level where college and high school dropouts and adults between jobs and in need of retraining would receive counseling. Counselors might be expected to reach out to work in the community with existing community agencies in this effort to reach out-of-school persons. At the early secondary level, students are expected to make realistic self-appraisal of their own abilities and potential while narrowing down and exploring indepth several career options. These activities depend largely upon the guidance persons.

At the secondary level, the counselor would be expected to put as much effort into counseling the student planning to leave school and enter the job market, as he does the student planning to leave school and enter college. For seniors and other school leavers, he would assist in job placement much as he assists academic students in college placement. This type of activity will require new kinds of knowledge and activity for counselors. The counseling office might also be required to keep follow-up records for students as a means of informal assessment of program effectiveness and relevance to the job market.

In the view of the colloquium participants, all these stated or implied changes in the role and function of counselors as a result of the implementation of Career Education and the concepts stated in the Regents Position Paper on Occupational Education, require a clearly defined statement of the new role of the counseling and guidance personnel. This statement of definition might best be supplied by the Bureau of Guidance in consultation with the Career Education Department of the U.S. Office of Education. Such a definition is a necessity if Career Education is ever to become a reality in its own right. While occupational education as such plays a large and important role in the concept of Career Education, it is not to be assumed that Career Education is only for students in occupational courses. The counselor must play the important role of helping students and parents to understand that Career Education is for all students. His office serves as common ground for bringing together the academic and occupational and synthesizing a career focus.

The colloquium saw the necessity for a change in the concept of the guidance counselor which would accommodate all of the implied changes in his role. Specifically, a team approach to counseling and guidance was recommended, with places on the team for personnel with diverse backgrounds, credentials and experiences. The colloquium saw a danger in a counseling system which includes in its ranks only former teachers and others in the field of education, all prepared to the same professional level in similar university programs. A counseling team might consist of professionals and paraprofessionals, with experience in the fields of labor, business, industry and education, sociology and psychology, including classroom teachers who should be encouraged to play a larger part in the counseling effort.

Participants in the colloquium recognized that career education does not end with graduation, that people may change direction and jobs several times in their lives, and that, therefore, the need for career guidance should not end with graduation. The recommendation of the colloquium was that counselors be encouraged to focus on the out-of-school person and that schools and colleges concern themselves with keeping doors open to individuals who have made initial and tentative career decisions.

The colloquium recognized the need for modifications in the preparation programs for counselors to accommodate the changes in the role of counselors embodied in the career education concept, and if persons from outside the field of education were to be encouraged to be a part of the counselint team. Such modifications might include inservice and preservice courses for potential and presently employed counselors, as well as inservice training programs for paraprofessionals and classroom teachers who need to become more informed about the concept of career education.

One theme which entered into all discussions of the colloquium participants, and particularly the discussion on counselor preparation, was the philosophy of humanism as it pertains to a counseling program; that is, a guidance program is desirable if it is based on individual human values or desires. Career Education puts the emphasis on the growth of the individual in terms of career awareness and realization of his own aptitudes and potential, rather than simply meeting the needs of the labor market. The colloquium participants saw humanism as a most essential element of all counseling programs, post-secondary, secondary, elementary, and community agency, and recommended that it might be desirable to make such a humanistic philosophy a mandatory part of all counselor preparation programs.

The colloquium participants isolated two additional topics related to guidance and counseling, namely, the involvement of minority group members and the role of the elementary school counselor. Concerning the issue of minority group involvement, the colloquium participants recognized a potential two-sided problem; on one hand, minority group persons must be encouraged to pursue careers in the field of Career Education, and specifically in Career Guidance; on the other hand, career education must not acquire the image of being a program for minorities. A balance must be achieved through the definition of the concept of career education as a program for all students.

The last issue which the colloquium isolated refers to the role and function of elementary school guidance personnel. According to the participants in the colloquium, much damage is done to children at the elementary level in terms of attitudes and information about the world of work. Recommendations were made that the role of elementary counselors be defined as one of working with classroom teachers to ensure broadening experiences with regard to the world of work, and of acting as a monitor for career education by assessing whether materials

used in their schools adequately and accurately represent the concepts of career education and the roles of women and minorities in our society.

ACTION TAKEN ON COUNCIL RECOMMENDATIONS

In its Second Annual Report, the New York State Advisory Council identified a number of concerns and made recommendations for the satisfaction of these concerns. This report shall look at these recommendations and the progress made concerning each. The Council is pleased that actions were initiated by the Office of Occupational Education, which led to the completion of several recommendations.

Local Advisory Councils

The first two recommendations of the Council were centered on the establishment of a statewide system of communications with local advisory councils on occupational education. These local councils are mandated by State Education Law and must submit annual summary reports and lists of members to the State Education Department. In the recommendations governing these councils, it is clearly indicated that the State Advisory Council may be the recipient of information from the local advisory councils.

Specifically, the State Council recommended in its Second Annual Report (1971-72) that:

a) the New York State Board of Regents and the State Education Department support the Council in establishment and maintenance of a statewide advisory council communications network, and

b) the area and district representatives of councils support and participate in a statewide conference.

The State Education Department replied affirmatively to the Council suggestion for a statewide conference for local advisory council members. Action was initiated toward the end of the fiscal year for a conference that would be held in the spring of 1973. The Council will conduct this conference and is receiving cooperation from the State Education Department.

Planning in Regions

The third recommendation of the Council was that the occupational education planning regions produce plans which would "...take full advantage of their new opportunity to vitalize the occupational education in their areas." New York State was divided into nineteen 'occupational education planning regions.' Since their inception in connection with the 1968 Vocational Education Acts, they have provided a basis for direction of activities and funding within their respective regions. The effectiveness of the regional plans and their

committees, however, continues to provide the State Advisory Council with a program that will need an annual review and evaluation.

State Plan

The final two recommendations of the Council as stated in its Second Annual Report concerned the State Plan for Occupational Education. In essence, the recommendations were that:

a) the State Plan format be continued and refined, and

b) the 'overview statement' of the State Plan be continued.

It was most gratifying to the Council that the format of the State Plan had been approved by the U.S. Office of Education and used as an example for all states. Further, the New York State Plan continues to be refined, with special effort made on the part of State Education Department personnel to explain the use of the State Plan to the general public, as well as to agency personnel.

The Office of Occupational Education continued preparation and distribution of the so-called "overview" for the State Plan. The Council is pleased with this condensation as a most practical approach to use and understanding of the State Plan.

RESUME OF COUNCIL ACTIVITIES

The Advisory Council reorganized this year in order to make itself more effective in its role of participant in planning and evaluating the State program for occupational education. Full Council sessions were reduced in number to five, with a prospect of four in the 1973 fiscal year. This reduction was accomplished with the increase of time to be spent at each session and a greater reliance on work of members in committees and task force activities.

As a result of this reorganization, members indicated an increase in time spent, knowledge acquired and action taken on behalf of occupational education. The following summary of Council meetings and committee sessions is intended to reinforce the positive aspects of the Council's efforts.

Council Meetings

The New York State Advisory Council on Vocational Education held five meetings during fiscal year 1972. These meetings were held in different locations in the State with a central theme for each session. In Syraucse, the theme was "Educators' Views of Occupational Education." The other places and themes were: Glens Falls - "What Business and Industry Feels Is Needed in Occupational Education;" New York City - "The Career Education Situation;" Albany - "The State Plan for Occupational Education;" and in Liberty - "Youth Organizations in Occupational Education."

Not only were the Council sessions organized with a major theme being presented by recognized specialists, but considerable discussion was conducted on topics which included: migrant education, urban education, veterans education, and adult/continuing education; Federal appropriations, occupational education priorities, BOCES funding and Federal revenue sharing; Apprenticeships and parent/student involvement in career planning; New York State Commission Report on the Quality, Cost and Financing of Elementary and Secondary Education; regional planning and local advisory councils; and proprietary schools, Regents' legislative proposals and the State Plan for Occupational Education.

During the course of these Council meetings, action was taken to set up a legislative review committee. The Council also directed that a communication be prepared and sent to the U.S. Office of Education concerning the expenditure of federal monies for federally specified research projects. This communique expressed the Council's agreement with the principle of research funding but stressed the need for states to use the funds for achievement of state directed priorities.

The Council voted to focus major attention on the evaluation of guidance and counseling services for occupational education in fiscal year 1972. At the same time, initial staff studies on the services to the handicapped were conducted. Finally, the Council ordered the appointment of a special committee to work with the State Education Department personnel in order to develop appropriate relationship between the State Council and local advisory councils.

A major consideration of the Council for the year was the reporting of deliberations of six task forces. These task forces were: School/Union Relations; Visual Presentations; Articulation; Guidance/Counseling/Job Placement; and Employer Needs. The results of the Articulation and Guidance/Counseling task forces resulted in the two studies which were in progress at the time of this report.

The School/Union Relations task force held sessions that resulted in the Council approving the appointment of two ad hoc committees - one for upstate and the second for New York City and vicinity. These committees were to consider the most appropriate methods of developing a delivery system between education and unions. The results of the ad hoc committee meetings were to be coordinated and a joint report prepared for the Council in the next fiscal year.

The Council directed the Visual Presentations task force to continue into the 1973 fiscal year with the objective to develop proposals for appropriate workshops and outline the role of the Council in each. Preliminary indications were presented to the Council by the task force which indicated that educators would be the participants and current educational issues would be the focus of the proposed workshops.

Job placement was a task force assignment that reported to the Council a number of suggestions. In essence, the suggestions were that the overall occupational education program reinforce the place of the teacher in identifying with each student his goals, job placement and follow-up contacts, and involve the employment services and unions in the joint planning of total student programs.

A task force on the relations of occupational education to employer needs studied the Arthur D. Little report. The report of the task force to the Council was accepted. In summary, the task force recommended the formation and functioning of a statewide business-industry-education association (B-I-E) with local or regional operating units. The B-I-E would provide a continuing dialogue that would be concerned with relevance of instruction to employment; employer expectations of graduates; placement and follow-up information and employment data. Another part of the task force report recommended that where local employer needs no longer exist or have declined to such a point that they no longer warrant training expenditures by the local education agency, local programs should be discontinued. Additionally, the task force recommended the same means be established for assisting local education agencies dispose of unused or unneeded machinery and equipment.

The Council accepted an invitation to hold a meeting at the New York Association of VICA (Vocational Industrial Clubs of America) Annual Leadership Conference site and attend special VICA functions. This meeting reinforced the Council's appreciation of occupationally-oriented youth organizations and the quality of individual participation. In a session with VICA members, the Council members discussed a broad range of topics. These students indicated a firm belief in their expanded opportunities because of involvement in VICA; a belief in their increased opportunities because of the occupational education programs provided; a belief that the guidance and counseling program was not affecting them positively; and a belief that much effort was needed in providing an accurate image of occupational education to parents.

Committee Sessions

The Council members were engaged in the activities of three major committees. The Evaluation and Special Studies Committee spent considerable time preparing the study specifications, interviewing prospective researchers and preparing and presenting reports to the Council. Involvement centered on the Arthur D. Little survey and the initial plans for surveying the needs of the handicapped.

A committee for legislative review was continued from the second year of Council activity. Discussions and reports to the Council were focused on the National Vocational Education Acts of 1972 and state legislative proposals. A third committee, the State Plan Committee, spent time interviewing the State Education Department staff about the State Plan for Occupational Education for 1972. This committee also provided input for the State Plan for Fiscal 1973. Because of the committee's activity, the Council was able to have considerable effect on the latest State Plan. Currently, meetings with the Division of Occupational Education Planning have been set for 1972-73 so that the Council will be assisting in the make-up of the Fiscal 1974 Plan.

APPENDIX

CONCERNS AND RECOMMENDATIONS

A REPORT OF THE COLLOQUIUM ON

OCCUPATIONAL COUNSELING AND GUIDANCE

JANUARY 27 - 28, 1972

Two-Year College Student Development Center
State University of New York at Albany
William A. Robbins, Director

INTRODUCTION

The issues, problems, and changing needs of occupational guidance provided the focus for a special colloquium held on January 27-28, 1972 at the State University of New York at Albany. The colloquium was conducted by the Two-Year College Student Development Center. Support for the colloquium was provided by a grant under the Vocational Education Act Amendments of 1968, with the help of the Bureau of Two-Year College Programs, New York State Education Department.

For over two days, sixteen participants grappled with the issues and the implications for action suggested by these occupational guidance issues. The sixteen consisted of practitioners from the elements and secondary schools, Boards of Cooperative Educational Services, New York State two-year colleges, the New York State Education Department, university counselor educators, the New York and National Advisory Councils on Vocational Education, and key specialists particularly knowledgeable on the problems of the field. William A. Robbins, Director of the Center, expressed regret that the group, though broadly representative, did not include business, industry and student participants. He charged group members to think as do members of those missing groups. At the last minute, several invited leaders, who would have diversified the group even more than it was, were forced to withdraw because of unexpected problems.

The charge to the group was kept deliberately broad. It was to review specific issues and problems facing occupational guidance and to identify steps which should be taken as a result of these, primarily by such a government instrument as the New York State Advisory Council on Vocational Education. The colloquium itself was chaired by Dr. Dorothy Knoell.

NEED FOR COLLOQUIUM

The need for the colloquium arose from the many occupational education changes now occurring, and the importance of strengthening the role that guidance and counseling can have in helping people with their career problems. More particularly, the registering of "Concerns" by the State Advisory Council on Vocational Education indicated a mandate for response.

The first three of these "Concerns" represent continuing problems. Concern I pointed to a lack of adequate information on the part of many persons of the value of vocational education, and urged "that educators at all levels throughout the state initiate and sustain dialogue." It further called upon state secondary schools and colleges to join in a coordinated campaign to inform the public of opportunities in occupational education which are open to students at all levels.

Concern II criticized school programs which identify occupational education programs only for "non-academic" students and called for fresh approaches involving close teacher-counselor cooperation. Concern III criticized guidance programs geared mainly toward college-bound students and recommended changes in the programs of guidance and counseling for all students to better help them meet their occupational needs. The Center decided upon sponsoring the Colloquium on Occupational Guidance as one means to respond to the "Concerns" of the Advisory Council.

BASIC ISSUES

A basic issue, essentially a philosophical one, arose almost at once. This issue was concerned with the directions of our responsibility -- "Do we fit people to the needs of society, or equip them for more realistic choices of their own?" Out of this part of the discussion arose high concern over ways occupational education, not as an end but a means to the development of the student, can connect to personal growth. "For many, vocational education has been the tool of narrowing and limiting a person rather than freeing and expanding a person. We must begin to move aside the question of whether the development of the worker or the person comes first. They are one and the same. They develop simultaneously and in tandem." (Participant statement)

Despite the capabilities of the group, or perhaps because of the fuzziness of the rules, the members became confused at times over the many potentially relevant issues of vocational vs. career education, of total guidance services vs. occupational guidance, of the place of community resources vs. the school resources, and the roles and objectives of the different levels of education from childhood through adult and continuing education.

NATURE OF DISCUSSIONS

Two predominant themes prevailed throughout the discussions. The importance and excitement of the thrust of career education stimulated many ideas. At the same time, participants wanted this new thrust to have strong support, to assure it would not collapse and end up "little different from what we've been doing to date." (Participant statement) A second theme was the humanistic one which stated that the student, whatever his or her age, must be seen as a person with self-concept, life-goal motivational problems all tied directly to personal growth-related considerations, and which stated further that this theme should affect everything recommended by the Colloquium.

Often the wide-ranging discussions dealt with harsh realities. Heavy unemployment of minority groups, with doors being closed to minority groups even as much talk is being given to increasing options were among the many topics discussed. Several voiced criticisms that counseling has not been working well, has not been helping those most in need of help. Participants concluded that other counseling roles must be found -- maybe out of the school system altogether, maybe working with the students primarily through other professionals on the curriculum and teaching team, or maybe with others in much closer contact with students.

The following report consists of a statement of concerns and specific recommendations with pertinent participant observations. Although the short time the group was in session prevented the development of any careful findings or attempts at consensus, still the following statement represents what the group felt to be their best professional judgments.

CONCERNS AND RECOMMENDATIONS

I. Concern: That the important new thrust of "career education" may not be able to carry out its significant goals, and in not doing so, become really "nothing more than 'vocational education' under a new banner, with the same drawbacks and limitations with a system for sorting out the non-college-bound for a kind of terminal training that would be, in fact, a dumping ground for the poor and the minorities."

A related concern is that the occupational guidance portion of career education might turn into a national program guilty of two unsatisfactory priorities:

1. A guidance program to match student and job-based primarily on efficiency.

2. The meeting of national manpower needs with minimum concerns for the individual.

Recommendations: That the purposes of occupational guidance be clearly recognized or defined as:

1. opening doors for individual students to the end that they may have a wide range of alternatives to choose among, in terms of choices of job and career, education and training, even life styles (remembering careers may change many times in a lifetime);

2. providing skills, attitudes, and knowledges to enable the individual to gain increasing independence in making future choices and in knowing what will be required of him if he is to achieve his goals.

3. Also that the Advisory Council review its statements to see if they are compatible with these purposes; that it further push for a clearly-defined statement of career education which will be promoted across all educational levels of the state.

Participant statements:

"The centrality of vocational education to the healthy growth and development of all of us is educationally sound, psychologically correct and individually needed. The gap between this need and the current delivery system of vocational education to students is wide, however."

"Career guidance's commitment (related to that of career education) should be first and foremost to help individuals to develop and realize their career goals, and all stages of program planning and operation has to be geared to the needs of individuals."

"There is a need for a continuing examination of the role of guidance and counseling by an advisory group meeting several times a year and making specific recommendations for making counseling more effective."

"Career Education is that aspect of an educational experience anywhere which helps a person discover and define his talent or his talents which may be applied toward a career. Vocational education, on the other hand, is that aspect of an educational experience which helps a person refine his talents and to develop them and to develop the skills necessary to enter into a career."

II. Concern: That there is a variety of roles to be played on the team which will accomplish the purpose expressed above; these necessitate a variety of preparatory programs; i.e. generalists in counseling and guidance all prepared to the same professional level in the same preparation program will not be able to do the total job. Furthermore, employment opportunities must be available to those trained for these various roles.

Recommendations: That

1. The various counselor roles relating to career education be carefully defined so as to enable colleges and universities to develop pre-and in-service programs.

2. These roles utilize not only fully-prepared generalist counselors but also paraprofessionals who can serve as facilitators, change agents, recruiters and job developers, peer counselors and people

outside the school staff itself who can play an important role in occupational guidance, all of whom need appropriate training to be effective as team members.

3. Employment opportunities be developed for personnel trained at these several levels.

4. The Advisory Council undertake to find out what barriers (certification, placement, finances) may exist interfering with the appropriate utilization of such personnel.

5. The activities of the counseling team be linked closely with those activities of the instructional program.

Participant statements:

"Although there may be occasional exceptions, general school counselors should not be expected to provide a full program of career guidance. Instead, schools and colleges should employ, full-time if possible, part-time or on a contract basis if not possible, necessary specialists such as occupational information specialists, vocational counselors, and college information specialists. The general counselor should coordinate the special services and serve as liaison between these specialists, school staff, community and others."

"Different kinds of people should be able to move into the ranks of counselors. One of the ways to begin is training new professionals --persons without the traditional educational preparation, exploring different definitions of 'professional,' and alternative approaches to becoming that professional."

"The traditional school counselor is ill-prepared to guide young people in the vocational area. We badly need a massive effort, such as the NDEA Act, to retrain existing guidance counselors. Short of that, the local school districts could articulate their priorities in terms of vocational education and establish expectations not only for guidance counselors but for classroom teachers as well."

"While guidance counselors may play an important part in facilitiating career decision-making, the process is much too important to be left to one person having limited contact with the student."

"Counselors have to make an increased effort to concern themselves with becoming an integral part of the entire vocational educational program."

III. Concern: That emphasis is placed on the specialized needs of career guidance in vocational education, while developing new types of roles and programs of preparation to fill these roles. Specifically, we need better prepared personnel to recruit, provide information about careers and career training, develop jobs, and place students.

Recommendations: That

1. Colleges and universities be encouraged to "beef up" that part of their counselor-preparation program concerned with career guidance.

2. Students be recruited to these programs who have a genuine concern for and interest in undertaking occupational guidance as a major responsibility.

3. Prioirity be assigned in inservice education workshops that will improve the career education skills and knowledge of counselors already working in the schools.

Participant Statements:

"Few schools--and I am thinking mainly of the public schools rather than counseling agencies or colleges--have anything like a good occupational information library, few make use of materials in film, audiotape and other media, and few make use of even the older group guidance methods of helping boys and girls plan their vocational and occupational future, let alone using the newer videotape, games and various kinds of simulation methods and materials."

"Counselor educators should be revising the content of their counselor training programs to include much more on humanistic education, very much more on occupational guidance and information, and on the content and approach needed for new types of counselor-guidance persons (e.g., highly skilled but non-traditionally prepared personnel).

IV. Concern: That the person is always more important than the job in the scheme of career education, and that the humanistic approach should permeate programs to prepare counselor educators at all levels.

Recommendations: That

1. A humanistic approach be in a sense the general education component of all preparation programs for counseling and guidance personnel.

2. Inservice training opportunities with this humanistic focus be developed and encouraged for:

    a) teachers, particularly at the elementary level, and
    b) counseling and guidance personnel prepared in programs lacking this theme.

Participant statements:

"It is essential for the student as a person to have a sense of occupation, and it's getting harder in our society. We also need to connect occupational education to personal growth. The individual's personal growth--that's the important thing!"

"We ought to be sure that the counseling function is creating the support networks in schools to allow the hooking of occupational education concerns to the personal concerns of students."

"You're concerned about the satisfaction that people feel from being reasonably happy and comfortable in what they do to make a living. And in order to do that you have to get into humanistic development and you have to place the job in the proper perspective. Really, the goal of vocational development is the good life, rather than the good job."

"Now is a moment of truth. In marriage of humanistic and vocational education, there is greater receptivity today and a willingness to deal with humanistic studies in the vocational establishment than you'll find in the 'mainline generalist'."

"To wit, look around where the curriculum in humanistic studies are finding their places in the community college. In occupational programs. Who's coming into humanistic centers? Vocational teachers and occupational counselors. There is a great readiness here and an openness here, and probably because vocational educators have had to perform this way to survive."

V. Concern: That the importance of early childhood education has been undervalued in forming attitudes and styles of lifetime learning, and is inflicting long-term damage to the ability of young students to profit from formal education.

Recommendations: That

1. Elementary school guidance personnel be prepared and employed who can do much to prevent the 'hurt' which large numbers of elementary school students now experience, leading to more serious learning disabilities in later years.

2. Guidance personnel in elementary school work closely with and through instructional staff to broaden the experience of youngsters with respect to occupational education.

3. These guidance personnel serve as a kind of conscience for career education in the school situation, by registering concern as to whether materials used represent career education adequately, and whether out-of-class learning experiences are structured so as to develop positive attitudes toward and information about the world of work.

4. An appropriate group in the American Personnel and Guidance Association be asked to review textbooks and other instructional materials with respect to the adequacy and appropriateness of their treatment of concepts relating to career education and the roles of women and minorities in our society.

Participant statements:

"The job of the elementary school is to identify and develop the child's learning style and ability, perform diagnosis and prescriptive services, and assign whatever devices are needed to make learning real to the child. But almost nobody in the elementary school is doing this!"

"Counselors are the people in the schools who should ride herd on materials, who can be sensitive to career development possibilities in the school's teaching."

"It would be a real help if an APGA national committee that evaluated occupational information could modify its approach. Let's say to them, 'As you rate these things each month, add these factors to your criteria and to your rating scale'."

VI. Concern: That the career education does not end with high school or college graduation, but instead, is a lifetime development process in keeping with the individual's need to be able to cope with life crises at different points, and to develop independence and self-understanding. Such a lifetime development process takes on growing importance with the shortened work week, early retirement, increased mobility, and expected occupational changes during the individual's career span.

Recommendations: That

1. The Advisory Council direct special attention to the needs of out-of-school youth and adults for career guidance and education, including such matters as support for such services, auspices, special personnel, etc.

2. Schools, colleges and universities concern themselves with keeping doors open for individuals who have made initial and/or tentative career decisions.

3. That such schools develop programs to help older people with the resource of leisure time find ways to make use of many talents older people have which our society badly needs to utilize but now ignores. As one illustration of this, that we recruit and train such older people for personal involvement in a societally-productive activity, such as a day care center.

Participant statements:

"Guidance and career development must begin at the elementary level, be developmental in approach, and not a function just at a point of crisis."

"Many of our programs for adults around the state are not geared to career development. They're too specific, technical kinds of things."

"Adults should represent for us a major priority in career education --with a new emphasis and new programs deserving special support from grant funds."

VII. Concern: That the special needs and problems of under-represented minority groups in career guidance education and placement might tend to be overlooked as career education conquers its problems of image and attraction.

Recommendations: That

1. The Advisory Council concern itself that the problems of minorities in recruitment, persistence and placement continue to be spotlighted until such time as minorities enroll, persist and are placed in proportion to their numbers in the overall school population.

2. Special efforts be made to recruit, prepare and place not only just minority group counselors, but also instructors in career programs who are minority group members.

Participant statements:

"Another problem of minorities, especially Puerto Ricans with language problems, is that they are not 'tracked' into vocational schools without any concern for the appropriateness of the placement."

"We've been saying options are open, but minorities are saying, 'Show us!'"

"But black students aren't in many of the programs. Also there needs to be black teacher models and they are just not there."

VIII. Concern: That the school and colleges cannot do the full job of career education alone, without increased community involvement, the help of existing agencies and specially contracted ones, and that multiple avenues be welcomed, so long as unnecessary duplication of services can be avoided.

Recommendations: That

1. Non-credentialed personnel from the community be employed by school districts under contract to perform selected career education functions on a short term basis which school personnel are less well prepared to perform.

2. Community resources be employed by the school district to the fullest in career education and retooled as necessary in broadening opportunities for students to have work experience, guidance, job placement and the like.

3. Resources such as the computer-based national vocational data bank be linked to local access terminals in libraries, made available through home television sets, etc., in order to help people get at the information they need to make appropriate career decisions.

4. Those responsible, from government, community and school offices, encourage counselors, as well as other personnel in community and school agencies, to work out articulation problems cooperatively in the best interest of students.

Participant statements:

"Because career education covers all ages, responsibility for implementing the program might more appropriately rest in the community than in the schools where age limits and current stereotypes limit the flexibility of the guidance role (Youth Opportunity Centers, CAP, MDTL, etc.)"

"Can't we use existing institutions to provide each individual with as much information as possible as often as possible, so that he can use this to make his own decision?"

"Is it right to create another agency outside the school? Yet who goes into pool parlors, numbers places, prisons? How many men 45 years old who need career education help are getting it?"

"Take a good hard look at some of the gaps between BOCES programs and the two-year community college. It's a bad scene!"

IX. Concern: That career education will not emerge from the limitation suffered by vocational education unless there is attitude change of those in the higher education community, and personnel in this area become involved in the conceptualization and development of career education. Such personnel would include those in teacher and counselor preparation, presidents and instructional administration and faculty in liberal arts programs. It is not enough to sell to parents and the general public, for college and university personnel are also powerful opinion-makers and influencers.

Recommendation: That

1. The Advisory Council seek to involve higher education personnel in its activities to an increasing extent, in order to help them become more cognizant of the major difference that career education represents, and to help in the process of change.

Participant statements:

"It is critical that we convince college and university people that career education is new and exciting and something different than we've been doing to date. Otherwise, we're not going to win."

"Until we change the attitudes of those dealing with and affecting all areas of career education, we'll just have a change in terms and not in something substantial."

TWO-YEAR COLLEGE STUDENT DEVELOPMENT CENTER
State University of New York at Albany

DIRECTORY OF PARTICIPANTS

COLLOQUIUM ON OCCUPATIONAL EDUCATION

January 27 and 28, 1972

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